

DOCUMENT RESUME

ED 128 697

CG 010 803

AUTHOR Schiffman, Jan; Washington, Blanche
TITLE Services to Multi-Problem Youth. Georgia Department of Human Resources Program and Funding Report, Vol. 2, No. 1, January 15, 1976.
INSTITUTION Georgia State Dept. of Human Resources, Atlanta.
PUB DATE 15 Jan 76
NOTE 32p.
EDRS PRICE MF-\$0.83 HC-\$2.06 Plus Postage.
DESCRIPTORS Delivery Systems; Demonstration Programs; *Human Resources; *Organizational Effectiveness; *Problem Children; Program Descriptions; *Program Evaluation; *Sociopsychological Services; *Youth Programs

ABSTRACT

This report focuses on a problem area which is being addressed by a consortium of agencies, and is designed to enrich the options of planners and program personnel in terms of both innovative concepts and potential resources required for program support. This report relates to the target population of "multi-problem" youth for whom no existing service category seems to fit. Such youth are neither seriously emotionally disturbed nor criminal and, thus, are in need of some type of service or intervention which provides the least amount of restriction. The body of this report is an analysis of four programs which exemplify multi-agency and multiple funding approaches for dealing with the problems of youth. These four programs were selected on the basis of their success in maximizing available resources in an integrated delivery system. The descriptive analyses of these programs present aspects of the programs that are considered to be primary elements of program and resource development. (SJL)

* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *



PROGRAM AND FUNDING REPORT
Office of Planning and Budget
Room 404, State Office Building
47 Trinity Avenue, S. W.
Atlanta, Georgia 30334
(404) 656-4365

Researchers: Jan Schiffman
Blanche Washington

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

Volume 2

Number 1

January 15, 1976

SUBJECT: SERVICES TO MULTI-PROBLEM YOUTH

I. Introduction

This is the third* in a series of reports published by the Department of Human Resources' Office of Planning and Budget. The reports are designed to support the efforts of District Offices and program personnel toward effective coordination and integration of resources and services.

As with previous issues of Funding Report, this one focuses on a problem area which is being addressed by a consortium of agencies in a particular area of the State. While the information is tailored to the needs of this specific group, state level division management have been involved to insure its applicability to other areas.

The report is designed to enrich options of planners and program personnel in terms of both innovative concepts and potential resources required for program support. Included are:

- Problem description
- Analyses of programs and funding options
- Additional Program Summaries
- Names of persons to contact for specific information
- Bibliography.

II. Problem Statement

A problem of increasing concern to Georgia relates to the target population of "multi-problem" youth for whom no existing service category seems to fit. Such youth are neither seriously emotionally disturbed nor criminal, but are generally problematic to those people who come into contact with them. The school system describes such youth as "dropouts"; mental health centers label them as "troubled"; youth service agencies see them as "unruly"; and law enforcement agencies categorize them as "delinquents". These "multi-problem" youth are often "state-reared", being the products and recipients of the services of numerous state agencies.

*Previous issues dealt with the subjects of Aging Services and Protective Services. Copies may be obtained from the Department of Human Resources' Office of Planning and Budget.

Specifically, these youth are often unsupervised, from broken homes or disturbed family situations, considered uncontrollable by parents or guardians, involved in minor offenses with the law, and have records of truancy, absenteeism, unruliness, and learning problems in school. Despite their problems, these youth are not in need of extreme traditional measures such as commitment to a mental health institution or youth correctional facility. Some type of service or intervention, however, is essential. In keeping with current trends for providing services to youth, intervention which provides the least restrictive kind of involvement is most desirable.

The Heart of Georgia Task Force on Children and Youth is a group of service delivery agency representatives organized to improve services and funding to this group of youth. The Task Force is committed to an improved use of existing resources to support services which can provide effective alternatives to currently inadequate or non-existent services. This report is designed to support the work of this particular Task Force and stimulate similar development in other communities in the State.

III. Approach

The body of this report is an analysis of four programs which exemplify multi-agency and multiple-funding approaches for dealing with the problems of youth. These four programs have been selected with the assistance of the Divisions of Youth Services and Mental Health on the basis of their success in maximizing available resources in an integrated delivery structure.

The analyses discuss aspects of these programs that we consider to be primary elements of program and resource development. Included is information on the following:

- Program description
- Program initiation
- Strategies for implementation
- Planning process
- Effectiveness Measurements
- Implementation issues
- Agencies involved
- Resources utilized.

IV. Program Analyses

A. In House Suspension Program Gainesville, Georgia

Program Description

The Gainesville In House Suspension Program is a special education experience for youth (aged 13-16) who are unable to function in a regular classroom. The program combines academic, social services, vocational, recreational, and enrichment activities in an attempt to meet the needs of youth for whom the public school program is inadequate. The target population includes youth who were functioning at a primary grade level academically, have learning disabilities, and personal, family, or social problems. Many of the youth were frequently disruptive or truant which led to their suspension from the public schools. Many were also involved with the courts and on probation. Until the In House Suspension Program came about, both the students and the school systems (city and county) were in a double bind. Students were required to attend school, but did not fit into any existing program.

The program is staffed by one professional teacher, one para-professional aide, and several volunteer teachers. All traditional academic subjects are taught, including subjects such as reading and spelling which are not ordinarily taught at the junior high or high school level. In addition, a social services component is included, focusing on the teaching of social skills and emphasizing positive reward (rather than punishment) for academic achievement and appropriate classroom behavior. The program objectives and methods are as follows:

- to test students to determine their level of academic functioning
- to develop individualized academic programs to let youth work at their own speed and level
- to teach basic skills for successful classroom functioning
- to provide arts and crafts and physical education
- to instruct youth in the vocational field (youth aged 13-16 are not eligible for existing vocational programs)
- to emphasize successful experiences
- to prevent absenteeism and truancy
- to provide an educational classroom for disruptive students
- to return youth to the public school system.

Program Initiation

The In House Suspension Program began in the school year 1973-1974, operating under the auspices of Gainesville's Community Treatment Center. It also involved the Gainesville City Schools, Hall County Schools, and Department of Human Resources (through Hall County Juvenile Services).

The program was initiated by a certified teacher and the former Director of Gainesville's Community Treatment Center, both of whom were interested in starting a program for youth on probation which would be an alternative to the traditional training school. On behalf of Hall County Juvenile Services, the Gainesville Group Home, and Area Four Youth Services, they approached a probation officer at Juvenile Court and county and city school systems with the idea. In addition to contacting agencies that might become involved in the project, they began marketing their idea to members of the local community.

Planning Process

On-going program planning for the In House Suspension Program is carried out by an inter-agency planning body which consists of the following members:

- In House Suspension Program Director
- Assistant Superintendent of Gainesville City Schools
- Visiting Teacher from Gainesville City Schools
- Director of Special Education for Hall County
- Representative from Department of Human Resources' Division of Youth Services.

Primary responsibility for planning functions is assumed by the In House Suspension Program Director. Planning issues include questions of policy and procedure, program development, implementation strategies, etc.

Effectiveness Measurements

- Increased Average Daily Attendance (ADA)
Average Daily Attendance of youth enrolled in the program has shown an almost 100% increase. Youth participating in the program were previously not attending school at all. Their presence in the program provides them with a multi-educational experience and also increases the ADA to the financial benefit of Gainesville City Schools, the sponsoring agency.
- Pre-tests and post-tests, administered by the Program Director, indicate positive changes in academic performance. Specific tests used include:
 - Wide Range Achievement Test
 - Peabody Individual Achievement Test
 - Slossom Quick Intelligence Test.

Implementation Issues

Since the program's population consists of problem youth, a need exists for additional manpower to support the program teacher. Frequently a student requires a one-to-one relationship when he first enters the program until he can learn acceptable classroom behavior. For a period of time two Community Treatment Center staff persons devoted their time to working with students in the program. Also, volunteers and probation officers spent time supplementing the efforts of the teacher and para-professional aide.

Participating Agencies/Resources

- Brenau College - Provided a student volunteer who planned an arts and crafts program.
- Chamber of Commerce (local businesses) - Donated clothing, supplies, etc.
- City Recreation Department (Gainesville) - Provides gymnasium facilities in the Butler School Building.
- Department of Human Resources
 - Department of Family and Children Services - Provides free medical care (through Medicaid) for program youth who are living in foster homes.
 - Division of Mental Health-North Georgia Community Mental Health Center - Performed psychiatric and psychological studies on program participants. Held drug programs and provided volunteers for personal physical health. Also provided guidance and counseling services on a weekly basis.
 - Division of Youth Services: Community Treatment Center - Provides social services to youth and families, clerical services, consultation and planning services, and one staff member on a 2/3 time basis. It also (unofficially) provided backup transportation, with funds coming from the budget of the Community Treatment Center. Caseworkers transport participating youth to the school program in their own cars and are then reimbursed monthly from Community Treatment Center funds.
 - North Georgia Physical Health Community Center - Held programs on planned parenthood, birth control, and venereal disease.
- Gainesville City Schools - Provide for the teacher's salary, building space (several classrooms in Butler School), utilities, free lunches, and supplies.

- Gainesville Group Home - Provided some transportation services.
- Gainesville Junior College - Permits youth in program to use swimming facilities and provides a volunteer psychology student.
- Hall County School of Nursing - Provided films on human physiology.
- Hall County Schools - Provide for one para-professional aide (Funds are from the Department of Labor's Comprehensive Employment and Training Act: Emergency Employment Act.) Hall County also gives supplies and at one time provided some transportation services.
- Kiwanis Club and Lions Club - Donated money for a breakfast program for youth enrolled in the program.
- Local High Schools - Held vocational programs.
- Planned Parenthood - Provided films and lectures.
- Public Library - Loaned films, projectors, and books.
- State Special Education Funds - Supply the teacher's base salary. Such funds can be used to provide for any kind of educational needs which are not met in a regular classroom. (This would include classes for youth with behavioral disorders.)
- Volunteers - Taught carpentry, typing, sewing, draftmanship, etc.

B. Outdoor Therapeutic Program*
Unicoi, Georgia

Program Description

The Outdoor Therapeutic Program is a wilderness camping experience for emotionally disturbed youth which was designed as a supplementary resource for existing mental health services in the State. Therapeutic camping is viewed as an alternative means of treating youth who are being seen in the following places: mental health centers; juvenile court; special education programs; and other youth-oriented agencies.

*Despite the statewide nature of the Outdoor Therapeutic Program, programs could be organized in local areas. Agency staff members participate in the program and receive training for providing a similar experience at little or no cost to their own agencies.

Program emphasis is on providing an experience that differs from the traditional method of institutionalization in a mental health or youth correctional agency.

The basic thrust of therapeutic camping involves bringing youth into social and physical contact with peers and adults in a natural primitive setting which consists of activities such as backpacking, hiking, cooking, and camping. Focus is on helping youth to establish feelings of personal identity, pride, self-discipline, self-esteem, self-worth, and the ability to get along with others. Methods used to attain such goals include problem-solving tasks, adventure, education (by experience), self discovery, and group living which involves continuous group therapy. The program consists of three components:

- Planning by a core staff which includes:
 - Staff education and development regarding the therapeutic use of outdoor activities
 - Selection process of campers
 - Evaluation of program goals
 - Selection of sites and equipment
 - Alternative program models to meet the needs of specific groups scheduled to participate in the program.
- Short-term intensive therapeutic camping experience
(From one weekend - 21 days, 24 hours a day for youth with emotional disturbances.) Groups come to the program with staff from the referring agency and an approved program of activities. The core staff provides the facility, basic supplies, support staff and guidance, as well as preliminary training and consultation for agency staff members.
- Long-term residential program for individual youth who are referred from throughout the State. After initial testing and evaluation, youth will be placed in a group. A treatment plan for each youth will be determined by the core staff working with the referring agency staff, the child, and the family.

Program Initiation

The Outdoor Camping Program began in 1973 when the Commissioners of Georgia's Departments of Human Resources and Natural Resources jointly appointed a Task Force to investigate feasible alternatives to existing mental health services in Georgia. The Task Force was inter-agency oriented, including representatives from the following

agencies:

- Department of Human Resources
- Department of Natural Resources
- Department of Education
- Department of Offender Rehabilitation
- Governor's Office.

An initial investigation indicated that mental health services to emotionally handicapped youth in Georgia were limited. The Task Force was then charged with determining the effectiveness of therapeutic camping, and if it was determined to be effective, to recommend a plan for development and suggest a location for the program.

In developing the concept, the Task Force studied existing programs in Georgia and the rest of the United States and reviewed the literature on the subject of therapeutic camping. A questionnaire was developed and sent to contacts in all states. Resulting responses indicated positive aspects of the concept.

The Task Force then developed a program proposal. Within one year, the program was funded and approved for operation on an experimental basis.

Strategies

- Films, slides, and presentations were made to various groups of potential program participants
- Program was kept free of cost to agencies served
- Agency staff members are involved with participating groups of youth
- Citizen representatives are members of the Management Council.

Planning Process

Planning for the Outdoor Camping Program operates at two levels involving a variety of agencies which participate at the planning level or by taking part in utilizing the program. The levels consist of:

- Management Advisory Council consists of representatives from the Department of Human Resources, Department of Natural Resources, the Office of Planning and Budget, and the Governor's Office. This group has the delegated authority to give direction to the Program Director, make policy related to the program, review the budget proposed by the Program Director, and make recommendations for future administration of the program.

- Short-term program planning is done jointly by the core staff and agency staff. This includes group evaluation, goal setting, program planning, and defining responsibilities for various segments of the trip.

Effectiveness Measurements

- Testing - Questionnaires are used before and after program participation. Initial results indicate that positive attitudes and responsible behavior result. A series of tests designed by the University of Michigan is also used as a measurement of the program's effectiveness.
- Feedback from participating agencies - Program plans, goals, and methods are submitted to participating agency staff members for evaluation.
- Cost per treatment day - The program is cost effective. The cost per child per treatment day is much less than other child treatment programs in Georgia.

Resources

- Department of Natural Resources - Provides the land (a 1048-acre site in the North Georgia Mountains), maintenance, supplies, and equipment.
- Division of Mental Health (Georgia Department of Human Resources) - Including Georgia Mental Health Institute, provides program personnel, medical, psychiatric, and psychological services, and transportation. Also provides some administrative funding.
- Division of Social Services (Georgia Department of Human Resources) - Operating funds and personnel are currently provided by Contract Services under Title XX.
- Housing and Urban Development - Provided research money for the program through a 701 Planning Grant. Further information can be obtained from local Area Planning and Development Commissions.
- Law Enforcement Assistance Administration - Provided personnel and operating funds. (See Section VI: Bert Edwards and David Wilkes for further information on Law Enforcement Assistance Administration funding.)
- Office of Economic Opportunity - (Through the State Office of Economic Opportunity, Department of Human Resources) - Contributed operating funds.

C. Project Propinquity
Atlanta, Georgia

Program Description

Project Propinquity is a pilot project for potential high school dropouts designed to combine academic and social services in a small community setting. The term "propinquity" means "nearness" and emphasizes a closer relationship between education and social services to meet the total needs of youth. The target population includes youth (aged 15-19) who show evidence of:

- poor attendance and academic records
- needs for social and health services
- a deprived socio-economic environment.

Project participants are enrolled in and required to attend a local high school (formerly Roosevelt High School...currently Smith High School). They consist primarily of students who are performing poorly in school.

The program constitutes a small community-like setting where personal relationships between project staff and youth are stressed. A house located across the street from Smith High School, rented by the project, serves as the base for traditional academic classes, tutoring sessions, individual and family counseling, and study areas*. Specific program objectives are:

- to provide needed social services promptly and with appropriate follow-up.
- to improve student attendance.
- to improve attitudes toward school and self through improved attendance and the resulting close identification with social service specialists.
- to produce higher levels of academic achievement.
- to decrease incidents of disruptive behavior among participants.
- to provide a "family atmosphere" and informal structure for the delivery of social and instructional services.

*While operating at Roosevelt High School, the project occupied part of the third floor of the school building.

The program consists of four components:

- Education Component (Education coordinator, teachers, and special educators) - Provides for the academic program.
- Social Services Component (Social services coordinator, streetworkers, student counselors, family counselors, health worker, and criminal justice worker) - Social services activities include community outreach, 24-hour crisis intervention, individual and group counseling and therapy. The health worker deals directly with the student's physical needs and provides access to existing medical and health services. The criminal justice worker provides counseling and education services to students with legal problems and serves as a liaison with courts, probation, and law enforcement bodies.
- Administration Component (Director, administrator, and secretary) - Handles program management.
- Facilitation Component (Director, development facilitators, and research specialists)
 - Development Facilitators focus on gaining future support and acceptance for the project. They engage in discussions and correspondence with influential persons and institutions, locally and nationally, to enhance political, civic, and financial support for the project.
 - Research Specialists study innovative concepts and potential sources of funds for education and social services. They are involved in getting potential and current fund sources involved and keeping them informed of the project's activities.

Program Initiation

Project Propinquity began in the school year 1974-1975, operating in conjunction with the Atlanta Public School System and Exodus, Inc., a non-profit corporation committed to initiating and managing social development projects. Initiated by Exodus, Inc., the project is based on a project organized by the Institutional Development Corporation, Exodus' national sister organization in Indianapolis, Indiana.

In order to implement the Propinquity Project in Atlanta, Exodus staff members approached a variety of agency and community leaders. Meetings were held and support gained from Mayor Jackson; Dr. Crim, Superintendent of the Atlanta Public School System; district school

board members; area office superintendent; and Roosevelt High School's principal and faculty. (Roosevelt was selected because of its inter-racial ratio.) The idea was further presented to Economic Opportunity Atlanta, and various members of the business and local communities. Presentations included a sound and color film describing the project.

Strategies

- To exist and operate inside the school
(Use of the classroom setting is a logical place to provide academic and social services since it is the one agency or institution most frequently utilized by youth.)
- To link essential services, disciplines, and resources that are currently supposed to serve youth but which are normally so scattered and uncoordinated that the desired impact is not obtained and serve as a liaison with community agencies.
(In some instances, existing resources are brought together, such as teachers from the Atlanta Public schools working with a nurse from Grady in the Propinquity Project. In other cases, project staff provide linkages with appropriate community resources.)

Planning Process

Program planning for Project Propinquity takes place at essentially two levels.

- Exodus, the parent company, manages the project. It has a policy committee which consists of directors of each development area (education, criminal justice, neighborhood, youth, and institutional), a community coordinator, director of staff support, and secretary to the board of directors. The committee decides on the adoption and termination of projects and allocations of financial and manpower resources.
- The Propinquity staff is made up of four components: education, social service, administration, and facilitation. The facilitation component provides top management direction and support for the total project.

Effectiveness Measurement

A research and evaluation component was built into the project through a contract with the Institute of Social Research, Inc. This contract provided a plan for data gathering including pre-tests and post-tests of attitudes, diagnostic reading tests, records of attendance

and academic achievement, as well as interviews, social service delivery records, and case studies. Generally, there was a favorable trend in attendance patterns, especially as compared with a group of control students at Roosevelt. The following findings were made:

- 87% of project students increased their average daily attendance, the average gain being 19% points.
- 25% increased homeroom attendance by 9.6 points/year.
- 11% increased classroom attendance by 9.2 points/year.

This improved attendance is not only of value to the student, but it supports the school program in two ways:

- It increased funds received from State of Georgia sources, and
- It increased the number of teachers allocated to the system, at the one teacher/25 average daily attendance high school rate.

Academic achievement also indicated positive results. An improvement in Grade Point Average was shown by 23% of project students for a three-quarter period.

Implementation Issues

- Project operation did not mesh with regular school functions. Specific issues involved lack of regular attendance by Propinquity staff at faculty meetings; lack of understanding of project by Roosevelt staff; occasional conflicts with school board policy, local school regulations, and standard procedures; some friction with and lack of program acceptance by individual teachers.

Participating Agencies/Resources

- Atlanta Public School System provided three teachers the first year. Now, in its second year of operation, five teachers are being provided. Funds come from the general budget which is made up of state and local funds.
- The Department of Human Resources was committed to the project and used Title XX funds to pay for personnel in the program's social service component.

- Exodus provided funding for a number of project personnel: project coordinator, administrator, social worker, counselor, health service specialist, legal aide, recreation coordinator, two streetworkers, and one teacher.
- Grady Hospital contributed by supplying the services of a nurse.
- Roosevelt High School furnished instructional supplies and equipment as well as space.
- United Way, banks, and private foundations also made financial contributions to the project.
- Various businesses, such as IBM and Honeywell, loaned equipment for the project's use.

D. The Goodhue/Wabasha Diversion and Prevention Project
Red Wing, Minnesota

Program Description

The Goodhue/Wabasha Diversion and Prevention Project is an endeavor of the Juvenile Court's Probation Department to lower the incidence of juvenile delinquency in its communities. The program involves a small staff which provides direct services to youth and their families and acts as a catalyst for developing and maximally utilizing existing community resources for impacting the behavior of youth. The assumption underlying the program is that problems of youth are problems involving the entire community, including:

- peers
- the family
- the school
- other community leaders and agencies whose decisions affect youth.

The project's primary objective is to assist people in each of those groups to be more effective in regard to their dealings with youth. Attaching an appendage or creating a new youth service agency is viewed as unnecessary.

Specific program activities include:

- individual counseling for youth and parents
- group work for youth and parents
- family counseling

- parent communication groups
- parent education groups
- individual and group consultation
- teacher training workshops
- public information and education.

Program Initiation

The project was initiated in January 1972 by several key people who were interested in providing solutions to the problems of youth. Stimulation for the project came from the Juvenile and Probate Judge of Goodhue County. Though he felt that he had been operating a satisfactory Probation Department and Juvenile Court, he thought that a better way than the traditional caseworker-client approach might be developed. A staff person (the Chief Probation Officer of Goodhue and Wabasha County Juvenile Court) was hired to think up approaches to consolidate community resources to work toward prevention. In addition, stimulus for initiation had been prompted by a visit from the Commissioner of the Minnesota Department of Corrections who was urging community people to find community alternatives for keeping youth out of courts and the juvenile justice system.

Strategies

- Public information and community education to inform and involve the community
- Community involvement in project planning and implementation
- Development of community conditions that promote the welfare and best interests of youth
- Guided group interaction in schools
(Guided group interaction is used in counseling groups held in the local schools. Groups are voluntary and include both problem and non-problem youth. Heterogeneity of the groups prevents labeling of youth as "problem youth" and affords increased opportunities for peer group pressure and positive changes in behavior. Group projects in the community emphasize youth as "community resources" which can be mobilized and directed toward positive change. Emphasis is on how young people can work together to improve themselves, each other, their schools, and their community.)

Planning Process

Planning is carried out by two kinds of informal, on-going groups which provide ideas to the project staff. They are:

- Interdisciplinary coordinating committees which operate in each school district. These committees were initiated by a member of the Probation Department and serve as a forum for considering problems of youth and coordinating the work of various agencies in their behalf. In some communities these committees are used as informal planning groups while in others they staff cases for purposes of planning treatment. They were important during planning and implementation of the project and are helpful in providing public information to the community.
- Breakfast group. This is the primary planning group, composed of interested community people such as the project director, school social workers, representatives from the Police Department, high schools, junior high schools, school nurses, ministers, social service worker, social welfare workers, and other individuals interested in providing services to youth. The group meets on a weekly basis to discuss the problems of youth and potential solutions. Though the group was not organized specifically for planning purposes, much planning occurs focusing on meeting the needs of youth in the community.

Effectiveness Measurement

Though actual indices of program effectiveness have not yet been determined, the following two types of measurements are being used:

- dropout rate - A study of youth participating in a junior high school program for high risk potential dropouts is being used to evaluate for measures of improvement. Forty youth were chosen from the program for constant individual contact at school, and individual and family counseling. Points of focus included encouraging youth to stay in school and experience success and identifying reasons why youth drop out of school. The dropout rate of youth in the study (after project intervention has taken place) will be measured against the approximated 10% initial dropout rate.
- Tennessee Self Concept Scale - It will be used before and after project intervention. Results will be correlated with attendance records and grade point averages.

Implementation Issues

- Degree of acceptance of the project staff differed among school administrators and teachers. Though most school administrative personnel were receptive to the project staff members, they considered them to be part of an "outside source". Teachers, on the other hand, were generally more receptive to utilizing the resources of the project staff.
- Acceptance of project groups being held in the schools was another issue. Resistance of some teachers to the project groups concerned the fact that youth were taken out of classes to participate in project counseling groups. Several school administrators felt that group work should be done outside of the schools. Other administrators handled the issue by providing for more flexibility in scheduling of classes.

Participating Agencies

- Juvenile Court's Probation Department - The program operates under the auspices of the Juvenile Court's Probation Department.
- District Schools. They are involved on an on-going, day-to-day basis, serving as the base from which the project's youth counseling groups operate.
- Social Service Agencies - They serve as sources for referrals from the project but are not directly or continually involved in the project's operation.

Resources

For the first 18 months of the project's operation, funds came from:

- Law Enforcement Assistance Administration grant from the Minnesota Governor's Commission on Crime Prevention and Control which is the state's criminal justice planning agency. (Georgia's counterpart agency is the State Crime Commission.) Funds were part of the state plan.
- Soft matching funds came from Goodhue and Wabasha County Schools through the project director's salary, given in the form of time allotted to the project.

Since 1973, funds came from:

- Minnesota Department of Corrections (65%)
These funds specifically came from the Community Facilities Act which deals with funding for community-based programs and alternatives to institutionalization.
- Interested School Districts (35%)
These funds were paid out of general local school revenue funds. (For the first 1 1/2 years of the project's operation the schools had no monetary investment in the project.) Since all funds are placed in a common pot, it has not been determined which fund sources finance particular program components.

Current funding for the project comes from:

- Minnesota Department of Corrections (65%)
- Private Donations from several private and industrial local foundations who became interested through community involvement with the Judge and other project staff members.

V. Summaries of Additional Programs for Multi-Problem Youth

Since it was not possible to analyze a large number of programs for "multi-problem" youth, the following programs are included as supplementary information. The programs were selected from a wide variety of states to give examples of how other communities across the nation are attempting to meet the needs of youth.

Though only a brief synopsis is given, contact personnel and information are included to allow the reader to further explore the programs on his/her own. The program synopses attempt to give a limited description of each program, agency involvement, and resource utilization.

Community Organization for Drug Abuse Control (CODAC): Bennie Massey
Columbus, Georgia
(404) 327-3583

CODAC is a counseling program for youth and their parents which serves as an alternative to juvenile court. The program consists of eight, one-hour family group workshops which focus on clarifying the responsibilities of parents and their children.

The program was developed through the joint efforts of CODAC and the police department with initiative coming from the police department. Youth

served include non-serious criminal offenders, status offenders, runaways, etc. Primary program focus is on prevention.

Financial support for the program comes primarily from local contributions from civic clubs and private foundations. A proposal for Law Enforcement Assistance Administration funds has been submitted through the city.

Conway County Community Services, Inc.: Steve Willbanks
Morrilton, Arkansas
(501) 354-4589

Conway County Community Services, Inc. is a rural, community-based program which provides probation, mental health, and family services. Emphasis is on prevention and avoidance of service duplication. Since the three agency components all operate under one administrative body, service collaboration is enhanced while duplication is decreased.

The program has been in operation for seventeen years and involves such agencies as the above mentioned three sections of Conway County Community Services, Inc.; schools; Conway County Health Department; and Conway County Social Services (Welfare). Funding came initially from a Crime Commission grant. Other resources include Federal and state funds, county tax monies, city funds, United Way, and civic group contributions.

Howard County Youth Services Bureau: Hugo Di Salvo, Director
12116 West Sycamore Street
Kokomo, Indiana 46901
(317) 452-0077

The Howard County Youth Services Bureau provides short-term counseling, referral services, and an out-of-school suspension program for youth who are in trouble with the law. Program emphasis is on youth advocacy and diversion of youth from the criminal justice system. The basic goal of the Bureau is to reduce juvenile crime.

Interagency involvement includes strong linkages with all traditional youth-serving agencies such as mental health, family services, schools, courts, police, etc. A concerted effort will be placed on building agency and community relationships, coordinating and revamping existing programs, and opening new programs.

Program funding will come from Criminal Justice Planning funds, supported by local matching funds. In-kind contributions from the local community level are anticipated.

Pacifica Youth Service Bureau: Dr. Mark Savage
 160 Milagra Drive
 Pacifica, California 94044
 (415) 355-3900

The Pacifica Youth Service Bureau is a diversion and delinquency prevention project for juveniles. The program operates on a subsidy basis with a subsidy being given to the Youth Service Bureau for youth who are diverted from the juvenile justice system. Reports indicate that activities of the Youth Service Bureau cut court referrals in half and reduced the number of youth held in detention by 20%.

Program services include:

- short-term family counseling
- crisis intervention
- tutoring
- manpower program to assist in finding employment for youth
- referrals to other agencies
- parents groups.

The Youth Service Bureau was formed by and functions under a joint agreement of the following agencies:

- County of San Mateo
- Jefferson Union High School District
- Laguna Sulada Union Elementary District
- City of Pacifica
- San Mateo County Delinquency Prevention Commission

Additional agency linkages exist with:

- Mary's Help Hospital - Accepts referrals from the Youth Service Bureau.
- Opportunities Industrialization Center West - Provides job training and free training for the high school graduation equivalency test.
- Vista Volunteers - Provide mental health outreach and help make county services available to needy persons.

Funding support comes from the agencies which formed the joint agreement and the subsidy system.

The Bridge: David Reid, Director
 Atlanta, Georgia
 (404) 881-8344

The Bridge is a program which provides short-term counseling to runaway youth and their parents. The agency evolved as an alternative means for

meeting the needs of youth on the run. The major program focus is on strengthening family ties. If such a goal is not possible, the goal becomes assisting youth and their parents to make a clean break.

Approximately one-third of the youth served by the program are referred by the juvenile justice system. Financial support comes from Department of Human Resources' Division of Mental Health (Drug Abuse Section), the Department of Health, Education and Welfare, other grants and private contributions.

Thomasville Program: Tom Kinchen
Thomasville, Georgia
(912) 228-2414

This remedial education/vocational awareness program provides a special education experience for youth who are involved in the juvenile justice system and who are having educational and behavioral problems. Program emphasis is on increasing school attendance and developing educational and vocational skills. Program participants have shown an increase in average daily attendance from less than 50% initially to over 85% after spending time in the program.

The program was initiated by Department of Human Resources' Division of Youth Services and is sponsored by the Thomasville City and Thomas County boards of education, and the Southwest Georgia Program for Exceptional Children. Participating agencies and their sharing of resources include:

- Thomas County Schools - Provides teachers.
- Cooperating School Systems and the Thomas Community Treatment Center - Provide instructional material, supplies and equipment.
- Southwest Georgia Program for Exceptional Children - Provides psychological services for youth who were referred to the program.
- Thomas Community Treatment Center - Assumes responsibility for compiling case histories, intake interviews, services to parents and families, transportation, needed facilities, maintenance and operation costs.

Tri-County Youth Services Bureau: Allen A. Schor, Ph.D., Director
Route 5, Box 101
Hughesville, Maryland 20637

The Tri-County Youth Services Bureau is a juvenile delinquency prevention agency which provides youth advocacy, family counseling and consultation regarding youth problems, and work with the schools. Services include direct services such as psychiatric and psychological evaluations, drug education, and crisis intervention and indirect services such as professional consultation to referral agencies, and community education. Program accomplishments include:

- (1) Starting a Group Living Home for boys in the tri-county area.
- (2) Job placement service (rent-a-kid service for teenagers).
- (3) Conducted workshops for teachers, social workers and other professionals.
- (4) Developed a tri-county area comprehensive resource index.
- (5) Held Parent Skills Training classes. Program focus is on early intervention in dealing with youth with problems, with a strong mental health component. Primary agency involvement is with the schools.

Initial program funding was acquired through a Law Enforcement Assistance Administration grant. Current funding support comes from state and county funds.

Worcester Youth Resources Bureau: Dr. Craig Wilson
75 Grove Street
Worcester, Massachusetts 01605
(617) 753-1471

The Worcester Youth Resources Bureau is a delinquency prevention and diversion program with two major components:

- The direct service or Community Coordination component provides counseling to delinquent and pre-delinquent youth and their families.
- The System Change Facilitation component serves as a liaison with the school, juvenile court, police, and youth-serving agencies to suggest new program ideas and help identify service gaps.

The two components work collaboratively. They set up a project which focuses on "acting out" youth in the Worcester School System along with the Child Study Unit and established a youth experience program for school phobic youth (aged 13-15) in a junior high school.

An important function of the bureau is the facilitation of systems change which is done through youth advocacy and coordination of youth-serving agencies.

Financial support for the Youth Resources Bureau comes from the Law Enforcement Assistance Administration, state and city funds.

Youth Community Coordination Project: Gerry Hagan, Youth Services Coordinator and
Julius Hornstein, Youth Community
Coordination Project Community
Coordinator
Savannah, Georgia
(912) 944-2203

The Youth Community Coordination Project is an American Public Welfare Association Project, funded through a Law Enforcement Assistance Administration

grant, whose purpose is to develop a youth service system. Development of such a system involves assessing the needs of youth and available community resources which hopefully will result in bringing together existing community resources in order to increase community agencies' impact on the rate of juvenile delinquency.

The project involves the major local youth-serving agencies, especially the juvenile justice and public welfare systems, working toward the goal of providing services to youth more effectively. The development process involves two phases: research and community organization. After a needs assessment is done, an attempt will be made to pool resources of the involved community agencies to provide services to youth.

Though initial funding for the project was provided by a Law Enforcement Assistance Administration grant, numerous existing community resources are currently being used.

Youth Services Screening Committee - Houston-Bibb Community Treatment

Center: John Adams, Court Services
Field Representative
Court Services Office
P. O. Box 4903
Macon, Georgia 31208
(912) 743-0338

The purpose of the Youth Services Screening Committee is to determine the best possible placement disposition for youth who are referred to Youth Services. The primary goal of the Community Treatment Center is to deal with delinquency within the community by involving local community and governmental agencies in the rehabilitation of youth.

Members of the screening committee include representatives from Juvenile Probation, Family and Children Services, Vocational Rehabilitation, Public Health, and the Board of Education. Activities engaged in by the committee include (1) evaluating the youths' needs and directing them to appropriate resources, (2) screening youth for possible placement in the Community Treatment Center, and (3) involving the participation of agencies, public and private, in the screening process.

Funding for the Houston-Bibb Community Treatment Center comes from Law Enforcement Assistance Administration and Title XX. In addition, community agencies donate such items as clothing and furniture.

VI. Resource Personnel/Agencies

The following resource personnel and agencies were instrumental in providing input, information, and effort into this research endeavor. Since only limited information is included in this report, the names, addresses, phone numbers, and brief annotations of key resource personnel are included to encourage the reader to explore additional information on his/her own.

The resource personnel and agencies are divided into two sections. The first section lists names of people as they are related to each of the four programs that were analyzed. The second section consists of an alphabetical listing of all other resource people and agencies which were contacted that might be helpful in providing further information.

A. Personnel in Program Analyses

In House Suspension Program

Larry Aaron - Court Services Field Representative, Department of Human Resources, District II, Youth Services Coordinator, Gainesville, Georgia (404) 532-5295.

Responsibilities include program planning and implementation, coordination of various work units, supervision of line staff, assistance with crisis situations with workers, and consultation with families. As administrator he handles the In House Suspension Program and his own office as well as budget writing, budgetary problems, and approval of expenditures of money.

Marcia Agrin - Teacher/Director of In House Suspension Program, Butler Building, Athens Highway, Gainesville, Georgia 30501 (404) 532-0304. Initiated the program along with the former Director of Gainesville's Community Treatment Center. The program arose out of her interest in developing a school program for youth on probation as an alternative to training school.

Duties include overall program planning, development, implementation, supervision, and administration.

David Boyle - Youth Services Planner, Georgia Department of Human Resources Gainesville, Georgia (404) 532-5295.

As University of Georgia School of Social Work student, he works with the Department of Human Resources' Division of Youth Services as well as with the Juvenile Court. Serves on In House Suspension Program Planning Committee, assuming research and general planning functions.

Outdoor Therapeutic Program

Ross Cooper - Director of Outdoor Therapeutic Program, P. O. Box 256, Helen, Georgia 30345 (404) 878-2899.

Major responsibility is program administration, overseeing all agency operations, and "marketing" the project to interested groups.

Barbara Harvey - Chairperson of Outdoor Therapeutic Program's Management Advisory Council: Assistant Director of Office of Child and Adolescent Services, Department of Human Resources' Division of Mental Health, 47 Trinity Avenue, SW, Atlanta, Georgia 30334 (404) 656-4946. As council chairperson, works closely with the Outdoor Therapeutic Program Director on all planning and administrative aspects of the program.

Cynthia Wilkes - Room 625-S, Georgia Department of Human Resources, 47 Trinity Avenue, SW, Atlanta, Georgia 30334 (404) 656-5496. Formerly served as Staff to the Outdoor Therapeutic Program Task Force with responsibility for coordination of the Task Force's activities in the development of the program. Collected and compiled information regarding mental health services to youth, both in Georgia and throughout the nation. Also was responsible for research in the field of therapeutic camping. Currently serves as Staff Assistant to Department of Human Resources' Office of State and Local Affairs.

Project Propinquity

Dave Borgman - Director of Project Propinquity, 535 Hill Street, SE (operating in conjunction with Smith High School) Atlanta, Georgia (404) 523-8024.

Responsible for overall project operation. Serves as liaison between Project Propinquity, Exodus, Inc. (the parent organization), Department of Human Resources and the school system. Communicates with and develops policies for working effectively with the above mentioned agencies. (Also worked closely with the Social Services Coordinator of the program to set up an evaluation device for the program in conjunction with Emory University's Social Research Center.)

Bill Milliken - Director of Institutional Development Corporation/Atlanta, 848 Peachtree Street, NE, Atlanta, Georgia (404) 881-1922. Institutional Development Corporation/Atlanta is an affiliate of the Institutional Development Corporation in Indianapolis, Indiana, whose purpose is to "alter the course of activity in the social service arena". Responsibilities include facilitating the consolidation of resources to meet specific needs, providing technical assistance, and implementing models for institutional change. Additional duties include constant discussions with the agency's national prototype and other influential persons and institutions in order to gain support for Propinquity projects.

The Goodhue/Wabasha Diversion and Prevention Project

Ed Juers - Director of Goodhue/Wabasha Diversion and Prevention Project, Goodhue County Court House, Red Wing, Minnesota 55066 (612) 388-2846 or (612) 455-9621 (Ember Hills Community College, St. Paul, Minnesota). Responsible for overall direction of the project, including administrative duties, grant writing, and operational functions. He assisted in conceptualizing the project and is well recognized in the community and the state for his expertise in the field of Juvenile Corrections.

Bill Lofquist - Director of Technical Assistance Information, National Center for Youth Development, National Council on Crime and Delinquency, 36 North Tucson Boulevard, Tucson, Arizona (602) 881-1750. Served on the "Study Team" for the empirical assessment of the Goodhue/Wabasha Project. Expertise lies in provision of technical assistance related to youth-oriented programs. Knowledgeable about various youth service programs in operation throughout the United States.

Michael Mahoney - Former Director of National Council on Crime and Delinquency, Midwestern Service Center, Chicago, Illinois. Serves on the "Study Team" for the empirical assessment of the Goodhue/Wabasha Project.

Currently serves as Vice President of John Howard Associates, 67 East Madison Street, Suite 1216, Chicago, Illinois 60603, (312) 263-1901. John Howard Associates is a private, non-profit correctional service and reform agency. It monitors correctional programs in the State of Illinois and also does surveys and consultation under contract to agencies in other states.

Elmer J. Tomfohr - Juvenile and Probate Judge of Goodhue County, Court House, Red Wing, Minnesota 55066 (612) 388-2846. Initiated development of the Goodhue/Wabasha Diversion and Prevention Project which is currently under the auspices of the Probation Department of the Juvenile Court. Also requested an evaluation/assessment of the program which was done by the National Council on Crime and Delinquency. Field of interest lies in consolidation of community services to work toward prevention of juvenile delinquency.

B. Other Resource Personnel/Agencies

Administrative Office of the Courts, Suite 335, 220 Park Lane Drive, Atlanta, Georgia 30345 (404) 939-7026.

Function is to serve the Judicial System of Georgia. Does staff work for the Judicial Council which is made up of 12-15 judges who represent the courts in Georgia. Staff work includes writing of the Juvenile Justice Master Plan for the State of Georgia. The Administrative Office of the Courts has extensive files of information on youth-related programs in Georgia and the United States. Also has numerous reference books, brochures, pamphlets, etc.

Bert Edwards - Program Director for Planning and Evaluation, Division of Youth Services, Georgia Department of Human Resources, 618 Ponce de Leon Avenue, Atlanta, Georgia (404) 894-4570.

Handles all State grants for youth services. Works with the State Crime Commission on funding issues related to services to youth.

Jess Elliott - Director for Research and Statistics, Georgia Department of Education, 47 Trinity Avenue, SW, Atlanta, Georgia 30334 (404) 656-2404.

Areas of concentration include overview of educational funding sources and processes, identification of Federal fund sources for educational programs, research and evaluation design and methodology, and management information.

John Filley - Director of Child and Adolescent Services, Division of Mental Health, Georgia Department of Human Resources, 47 Trinity Avenue, SW, Atlanta, Georgia 30334 (404) 656-4946.

Served as co-"sponsor" to Department of Human Resources' Office of Planning and Budget on its Youth Services Project, on behalf of the Division of Mental Health. Provided input from Mental Health's perspective on services to "multi-problem" youth.

As Director of Child and Adolescent Services, is responsible for overall planning and consultation in relation to Child and Adolescent Services and Mental Health.

Andy Garr - Former Field Coordinator, Administrative Office of the Courts.

Duties involved program research and writing of position papers on the Juvenile Justice System.

Julius Hornstein - Youth Community Coordination Project, Department of Human Resources, Division of Youth Services, Room 208, Department of Human Resources' Building, P. O. Box 188, Savannah, Georgia 31402 (912) 944-2203.

Works with an American Public Welfare Association Project, funded by the Law Enforcement Assistance Administration, to develop a Youth Service

System in Savannah.

Experience lies in doing needs assessments of youth and community resources, use of community resources and successfully dealing with the issue of "confidentiality".

He is available for consultation and possible travel to share information and ideas.

Tom Kinchen - Director of Thomas Community Treatment Center, Georgia Department of Human Resources, Thomasville, Georgia (912) 228-2414. Responsibilities include coordination of education and youth services in a program which provides remedial education, vocational awareness, and work experience to youth who are involved in the Juvenile Justice System and who are having educational as well as behavioral problems. Expertise lies in facilitating inter-agency sharing of responsibilities and resources. Also experienced in stimulating local initiative and community support for community programs. Strong emphasis on relevance of education to potential work experience.

Bennie Massey - Executive Director of Community Organization for Drug Abuse Control (CODAC) Program, P. O. Box 2485, Columbus, Georgia 31902 (404) 327-3583.

Knowledgeable about strategies for getting community involvement in program efforts. Experience in family workshops in a non-clinical modality and work with first offense delinquency youth.

Dave McCord - Program Director, Division of Youth Services, Georgia Department of Human Resources, 618 Ponce de Leon Avenue, Atlanta, Georgia (404) 894-4570.

Served as co-"sponsor" to Department of Human Resources' Office of Planning and Budget on its Youth Services Project, representing the Division of Youth Services. Provided program information and contact personnel related to various programs.

Experience includes nine years in the Juvenile Justice System. Former Court Services Worker. Areas of expertise include community-based programming, delinquency prevention, drug abuse prevention and education, values clarification, human relations training, communication skills, and some information on funding procedures.

Alton Moultrie - Research Associate/Director Coordinator, Administrative Office of the Courts.

Expertise lies in knowledge of the Criminal Justice System's operation in Georgia.

National Criminal Justice Reference System, 950 L'Enfant Plaza, SW, Washington, D.C. 20024 (202) 755-9709.

This Reference service provides free information on Criminal Justice related topics in the form of computer print-outs, written material, program information, etc.

David Wilkes - Senior Courts Planner for the State Crime Commission,
1430 West Peachtree Road, Atlanta, Georgia (404) 656-3975 or 656-3986.
Expert on Law Enforcement Assistance Administration block grants and
the funding process. In charge of reviewing applications and helping
design programs using Law Enforcement Assistance Administration funds.
Serves as consultant for local governments on Law Enforcement Assistance
Administration funding.

Steve Willbanks - Administrator and Chief Probation Officer, Conway
County Community Service, Inc., 510 North St. Joseph, Morrilton,
Arkansas 72110 (501) 354-4589.

As Administrator, he is responsible for the physical management of the
agency and the effective coordination of its three components: Family
Services, Mental Health, and Juvenile Probation. Spends time raising
funds and making presentations to potential fund sources.

In role of Chief Probation Officer, he spends time in Juvenile Probation
Division preparing for court hearings, compiling reports on youth and
determining whether or not a child is assigned to judicial or non-
judicial probation.

Vicki Woodward - Research Assistant. Administrative Office of the Courts.
Researched and compiled data on community-based programs for problem
youth in Georgia and other states.

BIBLIOGRAPHY

Better Ways to Help Youth: Three Youth Services Systems, Department of Health, Education and Welfare Publication # (Social and Rehabilitation Service) 73-26017. United States Department of Health, Education and Welfare, Social and Rehabilitation Service, Youth Development and Delinquency Prevention Administration, Washington, D.C. 20201.

"Evaluation of In House Suspension Program", Gainesville City-Hall County Schools, 1974-1975.

"Evaluation of Project Propinquity", A Joint Project of Atlanta Public Schools and Exodus, Inc., 1974-1975. Prepared By: Dr. Helen M. Branch, Research Assistant; Dr. Jarvis Barnes, Assistant Superintendent for Research and Evaluation; Dr. Alonzo A. Crim, Superintendent.

Exodus, Inc., 848 Peachtree Street, NE, Atlanta, Georgia 30308. (404) 881-1922, Proposal for Propinquity Atlanta - Phase II, 1975-1977.

"Master Plan Study: Prepared for Outdoor Therapeutic Program Task Force by Office of Planning and Research", Unicoi Outdoor Recreation Experiment Station, P. O. Box 256, Helen, Georgia 30545.

The Challenge of Youth Services Bureaus, 1973, Department of Health, Education and Welfare Publication # (Social and Rehabilitation Service) 73-26024. United States Department of Health, Education and Welfare, Social and Rehabilitation Service, Youth Development and Delinquency Prevention Administration, Washington, D.C. 20201.

The Goodhue/Wabasha Diversion and Prevention Project: An Empirical Assessment, July, 1974. National Center for Youth Development, National Council on Crime and Delinquency, 36 North Tucson Boulevard, Tucson, Arizona.

Total Mental Health Services in Georgia (brochure). Produced by the Metropolitan Cooperative Educational Service Agency, 771 Lindbergh Drive, NE, Atlanta, Georgia 30324.

Youth Service Bureaus: A National Study, Department of Health, Education and Welfare Publication # (Social and Rehabilitation Service) 73-26025. United States Department of Health, Education and Welfare, Social and Rehabilitation Service, Youth Development and Delinquency Prevention Administration, Washington, D.C. 20201.

Youth Service Bureaus and Delinquency Prevention, 1973, Department of Health, Education and Welfare Publication # (Social and Rehabilitation Service) 73-26022. United States Department of Health, Education and Welfare, Social and Rehabilitation Service, Youth Development and Delinquency Prevention Administration, Washington, D.C. 20201.

ACKNOWLEDGEMENTS

The Department of Human Resources' Office of Planning and Budget wishes to express its appreciation to the Office of Intern Development, Atlanta University Center for the services of Blanche Washington as a student intern in this research project.